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HALDIMAND NORFOLK STUDY

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

General publication

**LOCAL ORIENTATION
AND
IDENTIFICATION STUDY**

VOLUME 1



EARL BERGER LIMITED

DAVID JACKSON & ASSOCIATES LIMITED

Earl Berger Limited

Haldimand-Norfolk Study

LOCAL ORIENTATION AND IDENTIFICATION STUDY

ADDENDUM

Volume 1, page 25, maps 2 and 3

The information provided by these maps requires some elaboration.

Map 2 shows that Simcoe's area of high identification extends almost as far as Waterford, Jarvis and Port Dover to the north, east and south respectively, and well towards Delhi to the west. But these nearby communities, though substantially smaller, are themselves vigorous local centres and thus have the effect of limiting Simcoe's area of high identification.

By contrast, though Dunnville is considerably smaller than Simcoe, it has no competing centres nearby and its area of high identification is therefore much larger than Simcoe's.

On the other hand, Simcoe's market area is excluded altogether from map 3 because it is so dominant, including most of Norfolk and overlapping the market areas of such local centres as Delhi, Waterford, Port Dover and Port Rowan. Simcoe is in fact substantially the strongest trading centre in the Study Area. Haldimand has no corresponding dominant centre; each town has its own fairly well defined, limited market area.

Erratum: Volume 1, page 5, line 5:
"Government" should read "boundaries".

Earl Berger Limited Planning and Research

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Haldimand Norfolk Study
Ontario Department of Municipal Affairs
Queen's Park
Toronto, Ontario

Dear Sirs,

We are pleased to submit our report on the Local Orientation and Identification Study.

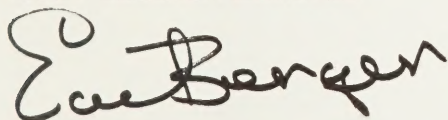
We would like, through you, to express our thanks to the many hundreds of citizens in the study area who participated. We would also like to express our thanks to Nigel Richardson, Director of the Haldimand Norfolk Study, Eva Samery and Eric Grove for their assistance and encouragement throughout the study period. We believe LOIS marks a significant point in the development of techniques of large-scale citizen participation; this was possible only because of the support and co-operation of Mr. Richardson and his staff.

LOIS has been a most interesting project for us and we trust the results, both in information and technique, will be useful.

If any matters in this report require clarification, we would be pleased to provide assistance.


Yours very truly,

EARL BERGER LIMITED

A handwritten signature in dark ink, appearing to read "Earl Berger", with a stylized, cursive script.

Earl Berger, Ph. D. (Econ.)
President and Study Director

EB:rj



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HALDIMAND NORFOLK STUDY

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

LOCAL ORIENTATION AND IDENTIFICATION STUDY

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Earl Berger Limited

HALDIMAND NORFOLK STUDY

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

LOCAL ORIENTATION AND IDENTIFICATION STUDY

VOLUME 1

SUMMARY

FINDINGS

COMMENTARY

EARL BERGER LIMITED

DAVID JACKSON & ASSOCIATES LIMITED

November 1971

VOLUME 1

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LOCAL ORIENTATION AND IDENTIFICATION STUDY

PURPOSE

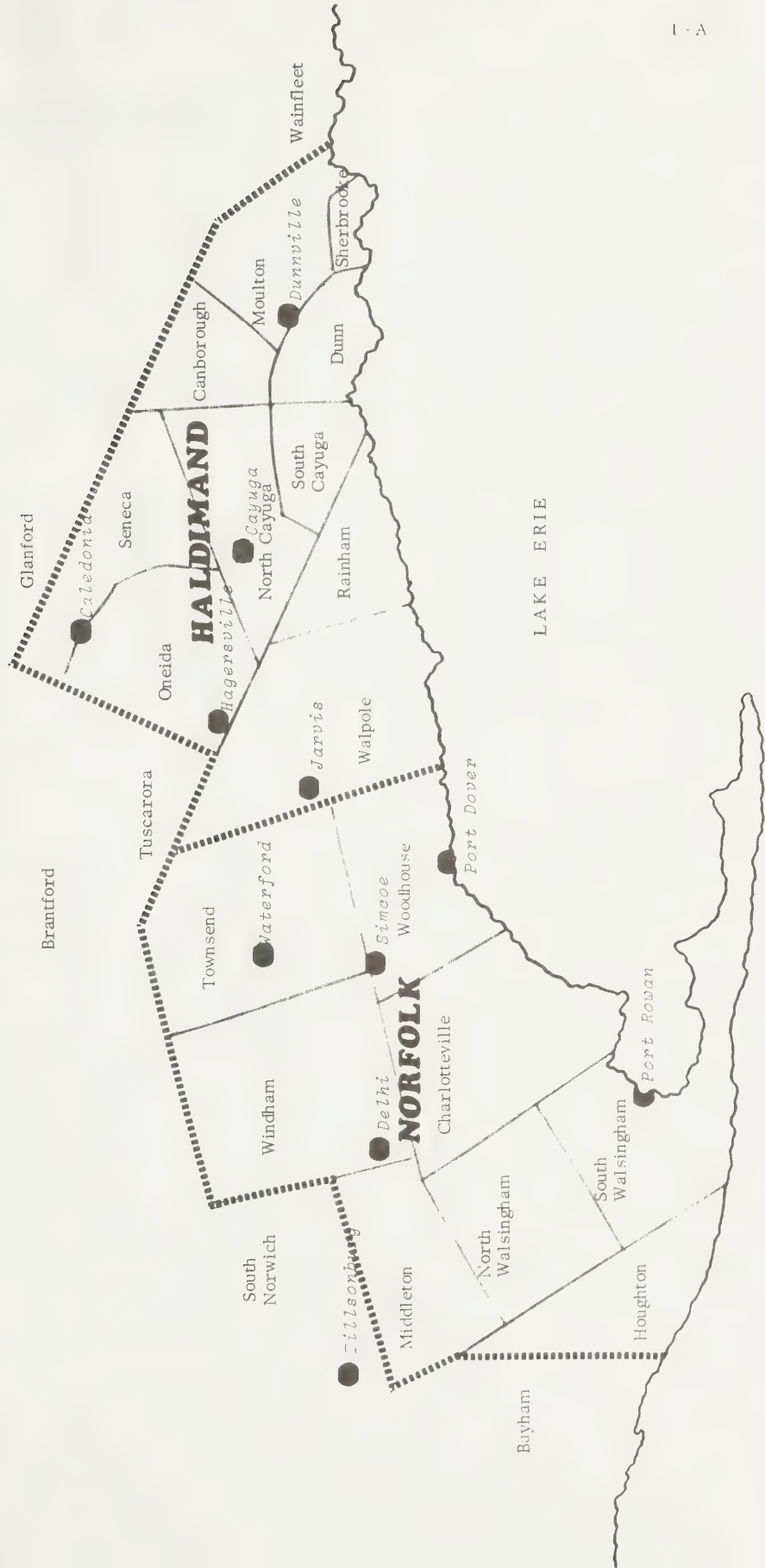
The objectives of this study are, primarily:

- (i) to determine the orientation of the present population of the Haldimand Norfolk Study area in terms of community of interest, local identification and the use of services (medical, educational, shopping, etc.); and
- (ii) to determine the extent and strength of their identification with their counties, municipalities or other localities.

The purpose is to assist in determining a new system of local government boundaries and functions for the Study Area¹.

¹ Quoted from 'Call for Proposals', Haldimand Norfolk Study, August 13, 1970

Map 1 HALDIMAND - NORFOLK STUDY AREA



SUMMARY OF MAJOR FINDINGS

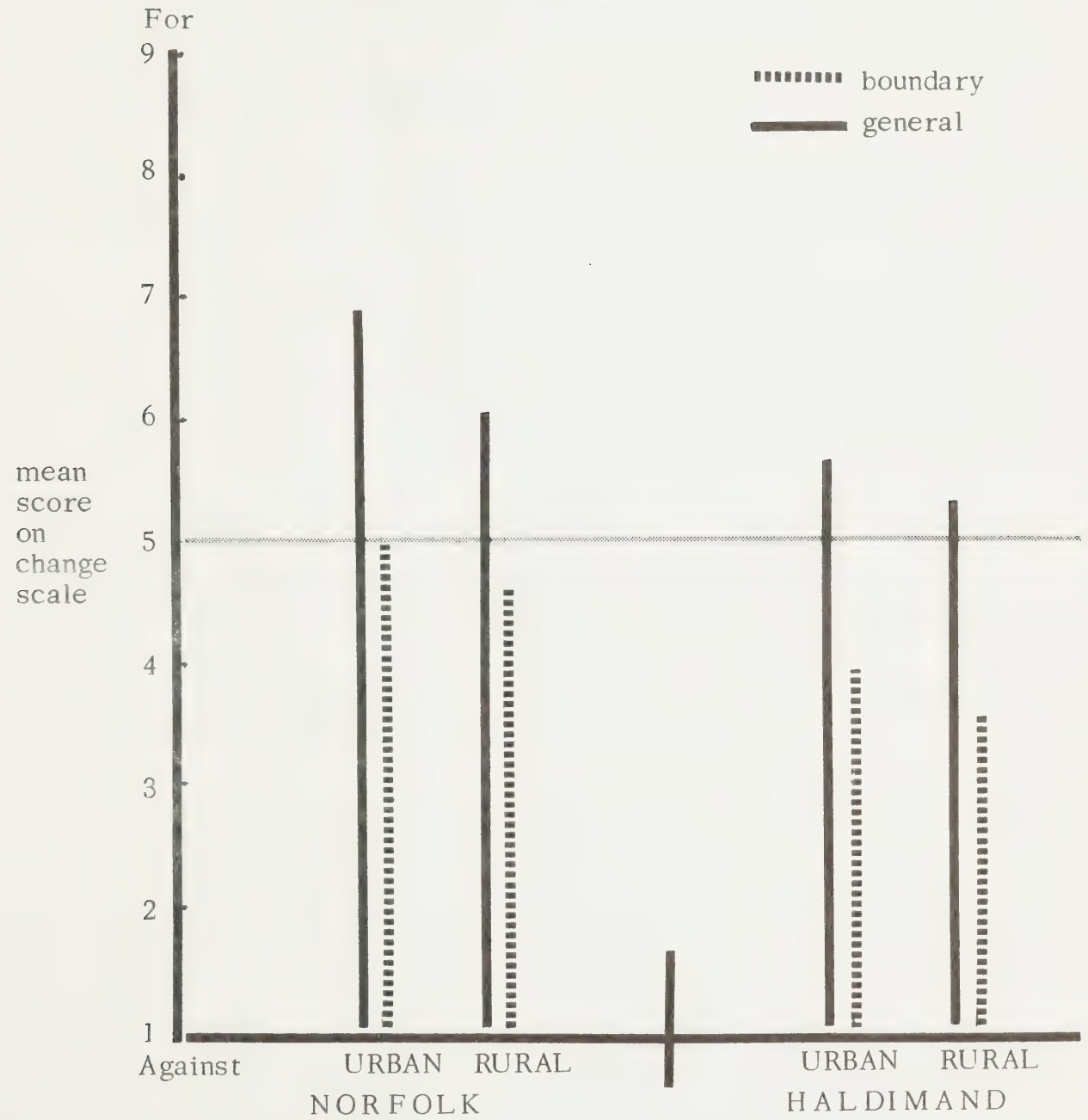
Citizens are deeply distrustful of the larger units of government. They do not have confidence in the ability of their elected representatives to protect their interests, or to control or influence the bureaucracy they see growing up around them. Respondents speak of distrust, helplessness, frustration and even fear.

Regional government is not regarded as a means of restoring power to the local areas. Rather, it is considered to be another way to deprive local governments of the few powers left to them; and to reduce even further the importance of the individual citizen.

In this respect the Provincial Government is seen not as the creation and servant of the citizenry, but as an independent power which increases its authority at the expense of the citizens. This belief appears to be unrelated to any specific political party, organization or group of individuals, and is beyond conventional political ideology. There is a strong feeling that the implementation and practices of centralized assessment, county boards of education and regional government, particularly the Niagara Region, represent subversions of democratic practice.

Figure 1

Desire for Change by County and Urban/Rural



There is little support for regional government in any part of the study area. Respondents speak of loss of local autonomy, remoteness from local needs, responsiveness of regional government, higher costs and taxes, growing red tape and bureaucracy.

The majority of respondents are opposed to changes in municipal and county boundaries.

Respondents' prime concern is the protection and preservation of their local community and way of life. They believe local government is the bulwark of the community and citizen participation and self-help. There is a strong feeling that regional government will mean the end of the small community as a viable unit of life and governance. Respondents favour a revision of the system of county and local government in which the powers of local government over local affairs would be increased.

At the same time, respondents support increased inter-municipal planning and other forms of collaboration to protect their communities against the effects of urbanization, industrialization and particularly pollution.

There is no split in opinion between those opposed to regional government and the smaller proportion in favour

Figure 2

Desire for General Change Scale

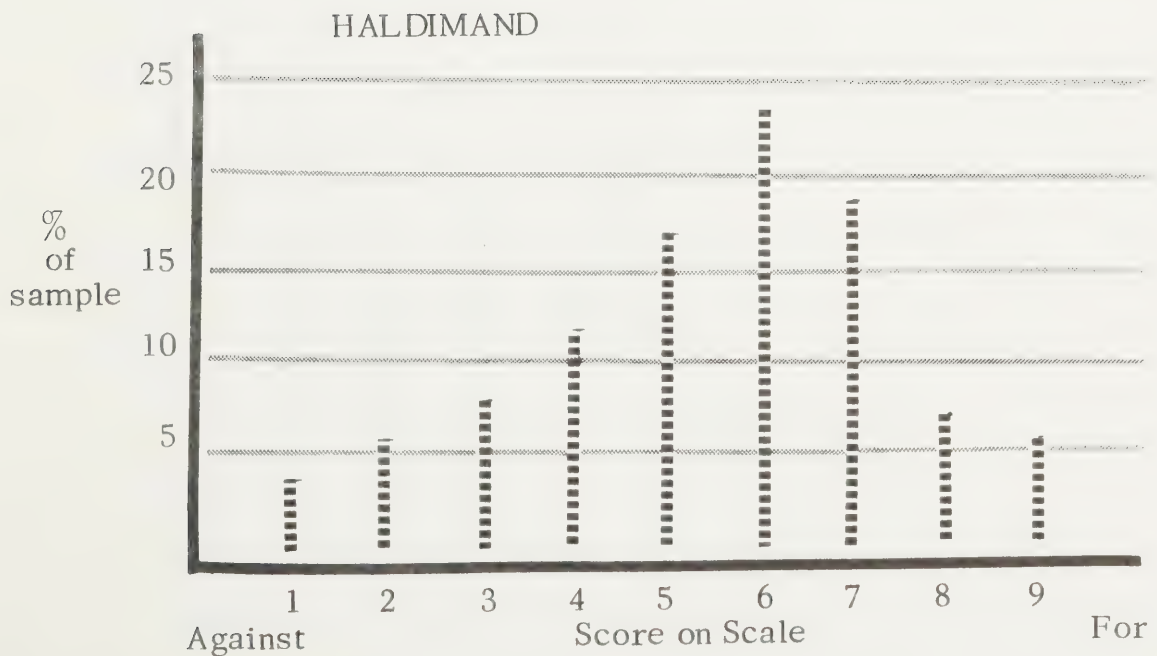
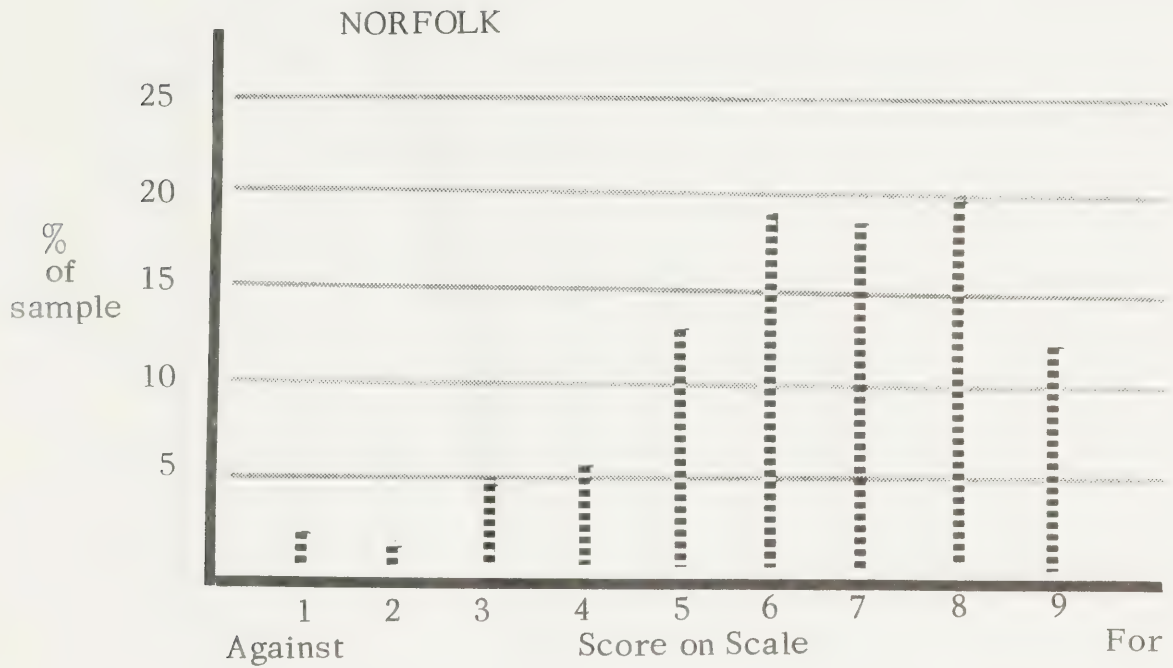
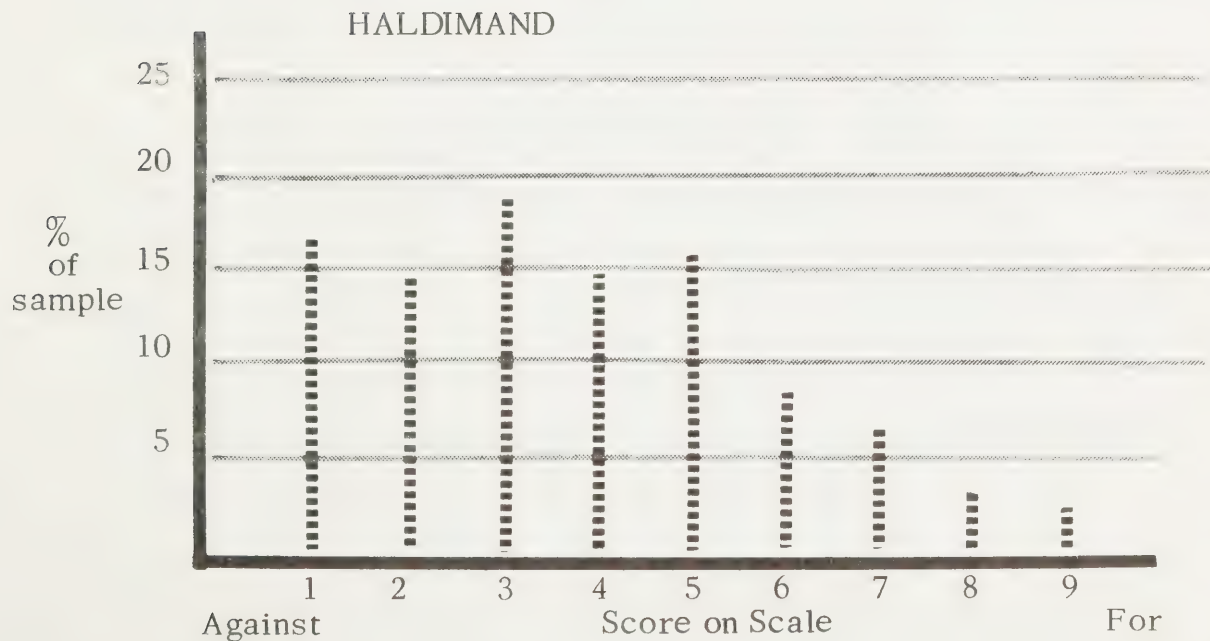
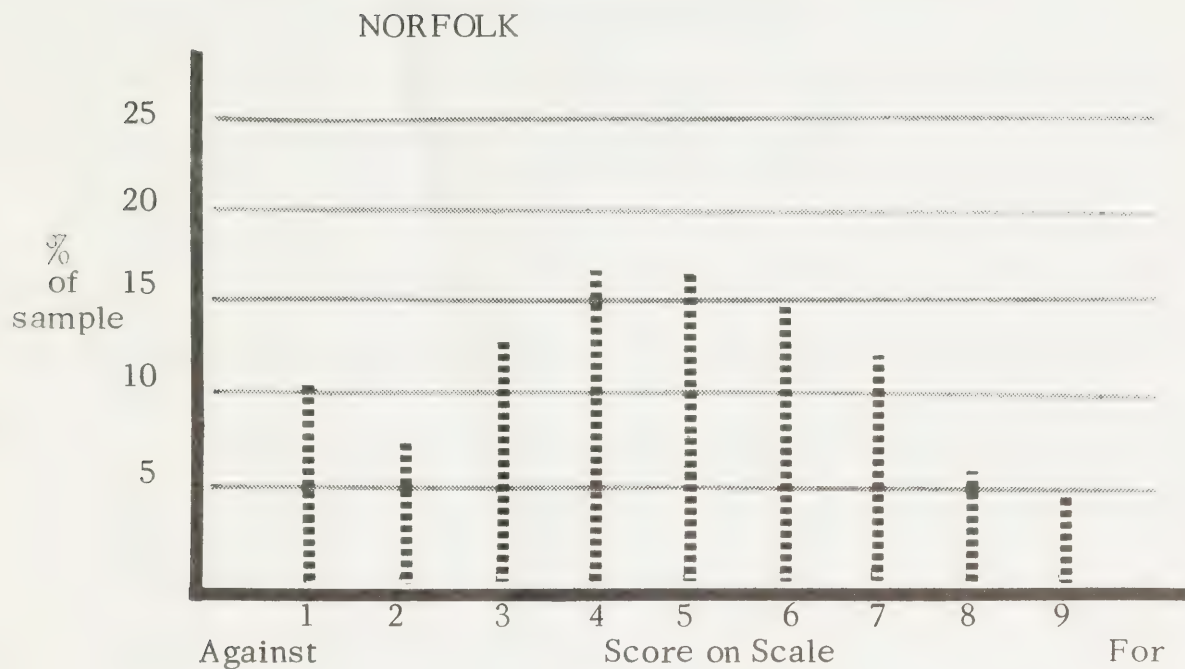


Figure 3 Desire for Boundary Change Scale



of it. Both see the same problems ahead, both admit to the same fears about the dangers of larger units of government, and both support increased power at the local level. The difference between them is in the degree of confidence in regional government.

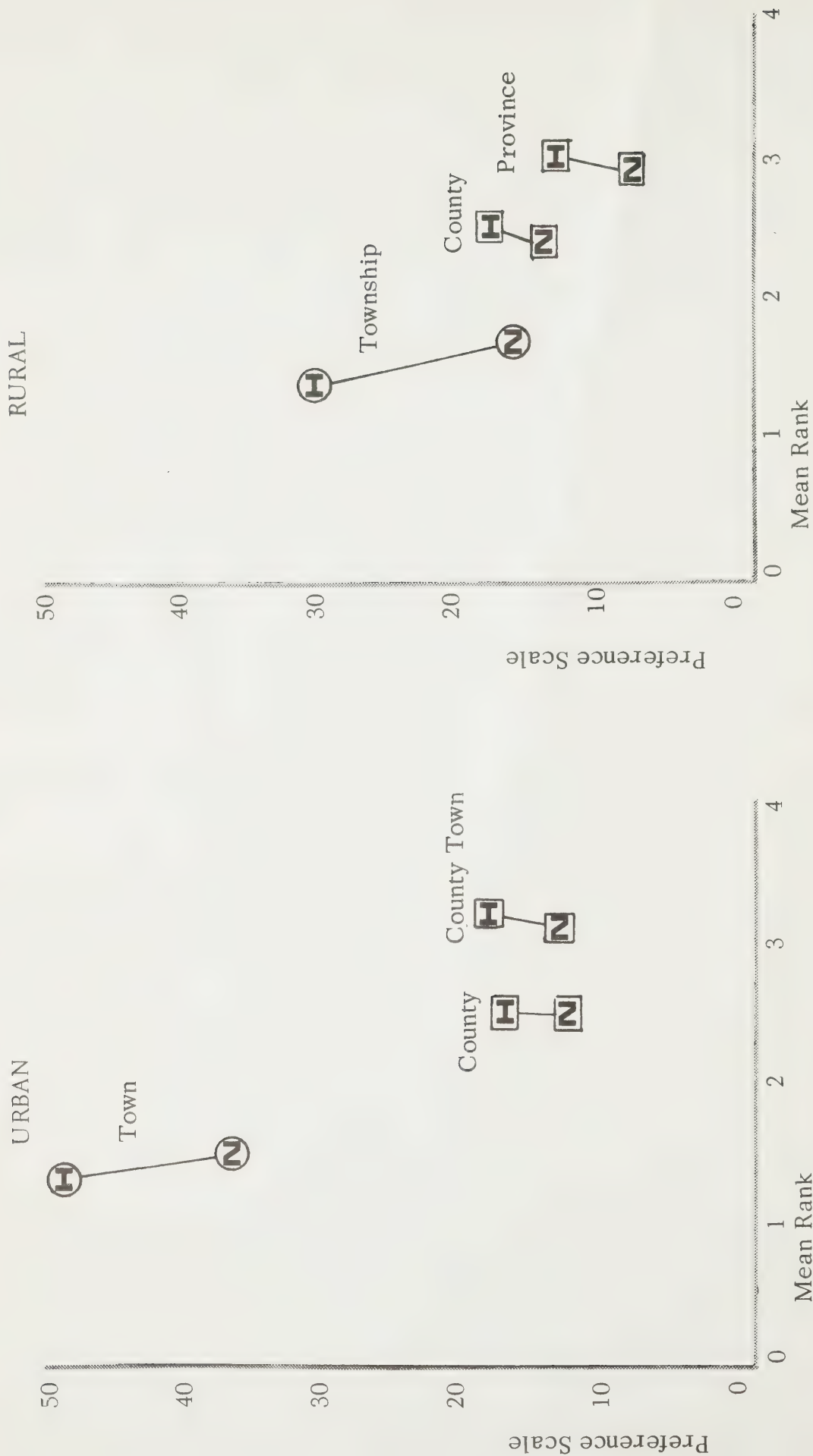
There is a general recognition that some form of regionalism is inevitable.

Many respondents are concerned regional government will be imposed regardless of the people's wishes and without taking into account local conditions and needs as seen by the citizens.

The critical questions are not whether regional government will be established, but the process by which it is established and the degree to which the citizens and their elected representatives are allowed to participate effectively in the design and decision-making process.

Many respondents speak of the need for a period of transition, beginning with restructuring of local and county government and moving on to the necessary areas of cooperation between the two counties. Regionalism should not be imposed 'a priori', but grow naturally out of the need for cooperation, and should be shaped by the forms of that need.

Figure 4 Place Ranking in Order of Importance



H = Haldimand
N = Norfolk

Respondents in Norfolk are more in favour of general change, inter-municipal collaboration, and less opposed to boundary changes than those in Haldimand. In Haldimand, most respondents believe the existing system of local and county government should remain unchanged.

In both counties, respondents ranked their local government - town or township - much higher than the county or province. Preferences in Haldimand are much stronger than in Norfolk.

In general, opinions in Haldimand are more clearly defined and strongly held than in Norfolk. Haldimand respondents, as a whole, are much more in agreement with what they want and do not want than are Norfolk respondents. There is little significant difference in opinion between Haldimand urban and rural residents; Norfolk respondents are much more divided in their attitudes and opinions.

Although opposed to joining the two counties together, half the respondents in both Haldimand and Norfolk agreed that, if their county must join with another county, they would prefer it to be with each other.

The two counties have differing social and economic histories and structures. Haldimand is predominantly rural

with no urban centre acting as a focus. The towns are small. The rural economy is based on mixed farming. The population is stable, predominantly Anglo-Saxon, and has long established roots in the area. There is comparatively little in-migration and the people take a cautious approach to changes in agricultural technology. The economy is stable. Norfolk is heavily focused on Simcoe and most of the towns show a strong growth rate. The agricultural economy is predominantly tobacco farming with some dairy and fruit and vegetable. Tobacco farming continues to prosper; there has been considerable migration into the area including many persons from Europe; land tenures are of shorter duration than in Haldimand; and, given the nature of tobacco farming, the rural population is more accustomed to taking risks. 1a

Citizens were enthusiastic about participating in group meetings to deal with the future of their communities, and welcomed the tape recorders as a means of communicating directly with the Government. Many asked for more opportunities to participate.

1 a See the work carried out under the direction of L.G. Reeds, Department of Geography, McMaster University, including Nanticoke Report: A Study of the Impact of Stelco on the Farming Community, McMaster University, March 1970.

CONCLUSIONS

We consider the citizens' distrust of the policies of the Provincial Government to be the most serious problem facing the Government in its planning for the Haldimand Norfolk area. To date, the other efforts at forms of regionalism, particularly county school boards, have not succeeded in establishing a positive rapport with the citizen, and they leave citizens with the impression of being overly unresponsive, and inaccessible to local requests.

This distrust of Government is not generated by any particular political allegiance or ideology, and is clearly linked to the growing loss of autonomy and authority in local government, and the individual's growing sense of losing control over his manner of life and community. The increasing rift, feared by many citizens, between the individual and the Provincial Government seems to lie close to the respondents' complaints of undemocratic practice.²

Despite constant complaints about the higher costs and taxes which follow from regionalism, we believe the source of these complaints lies in the citizens' perception of his

² The problem is not unique to Ontario, viz. "There has been, in recent years, a marked trend, wherever new local government forms have been undertaken in Canada...toward making governments more remote from the people. This has been characterized on the one hand by a high degree of professionalism and competence among administrative staff and, on the other hand, by increasingly smaller councils or boards, and a very high ratio of citizens to elected representatives. One result has been, almost consistently, to achieve the desired improvement in efficiency and quality of services. But there is now clear evidence of another result as well - a significant loss of public responsiveness and citizen involvement." Government of Manitoba, Proposals for Urban Reorganization in the Greater Winnipeg Area, p.9

diminishing influence and participation in the planning and decision-making leading up to the imposition of higher taxes and the allocation of resources.

The basis of the respondents' complaints and their obvious concern lies not in regionalism itself, but in the manner and form in which it is developed and implemented, and the degree to which it allows and fosters access and responsiveness.

The citizens see the establishment of regional government in their area not as simply another revision in government structure, but as a major step in an on-going process in which Big Government, a phrase often used in the groups, encroaches on and assumes the powers once left to the local government and, by implication, to the citizen himself. A number of respondents remarked that every power lost by local government to the Province or the county or region is freedom lost by the individual: a freedom which is never restored or regained.

Most respondents do not consider county government to be local government. Many, because of their experiences with the county school boards, are opposed to any further acquisition of power at the county level - at least insofar as that power is obtained at the expense of the local government.

The respondents' concerns for the future are serious, and centre on the problems of urbanization, industrialization and pollution. They seek stronger powers for local government in part, at least, to protect themselves from these problems.

The basis for local government reorganization lies in the citizens' concern for these problems, and their support for increased and improved inter-municipal co-operation to deal with them. Changes in municipal and county government are likely to be opposed unless they involve increasing the powers of local government.

Similarly, changes in municipal boundaries, the reorganization of several municipalities into one, may receive public support if one of the results is to strengthen government at the local level.

Traditional methods of citizen participation in government are inadequate by themselves, and complementary methods should be tested.

Key considerations in any government reorganization must be accessibility and responsiveness.

RECOMMENDATIONS

Local government reorganization should begin with inter-municipal planning and other forms of cooperation to deal with the major concerns of urbanization, industrialization and pollution.

In addition, inter-county committees might be established as needed to deal with other matters which require attention. A structure for this process already exists in the Haldimand Norfolk Joint Study Committee and should be expanded.

The deliberations of these committees should be geared to criteria and schedules established by the Province to ensure that the necessary decisions are made within a proper time.

A transition period should be defined during which local governments and citizens would have an opportunity to resolve the difficulties before them.

There should not be a specifically defined form of regional government at the end of this transition period. Rather the specified goals of the transition period should be a set of performance capabilities which the new form of government, or inter-government cooperation, must meet.

The process of developing regionalism is at least as important as the final form of the government structure which is created.

Serious consideration should be given to the ways in which the powers of local government can be preserved and enhanced, taking into account the larger concerns of planning and development.

Citizen participation and involvement in the processes of decision-making should be continued and expanded in an effective, practical manner; and be seen to be carried out in such a manner.

Consideration should be given to several forms of citizen participation, including joint study and action committees composed of elected representatives, widespread polling, discussion groups, striking of representative committees, as well as public meetings. Careful attention should be given at each stage or phase of participation to informing citizens of the results of the last phase and the reasons for the decisions.

For the immediate future, all participants in LOIS, and other interested citizens, should receive a short description of the findings and conclusions of this study as proof that their participation was valued and significant, and is wanted again.

Within the next few months, the Haldimand Norfolk Study should prepare several optional development concepts for the study area, and these should be widely distributed in the form of a short, comprehensible report to a broad cross-section of the public. Immediately afterwards another round of group meetings should take place to obtain citizen opinion and attitude towards the various options. The results can then be incorporated into the planning and decision-making.

BACKGROUND

The Local Orientation and Identification Study (LOIS) began in December, 1970. It was carried out by Earl Berger Limited, in association with David Jackson and Associates Limited, and with Dr. Earl Berger as Project Director.³

Instrument design and pretesting was carried out during the winter months. It included a sample of 100 persons in the study area, including most municipal councillors, plus a series of ten in-depth interviews. Major sampling began in April. An unusual format was used which involved a group meeting at which the individual respondents filled out their questionnaires and then participated in a semi-structured discussion which was taped. In some of the adjacent areas, it proved difficult to form groups, and door-to-door sampling was carried out, based on a random sample. In all, approximately 650 respondents were sampled in Haldimand, 500 in Norfolk, and 350 in adjacent areas.

³ The original study team also included Donovan Pinker Consultants Limited. Shortly after beginning work, however, it was decided that the analysis to determine the hierarchy of areas of functional interaction could more appropriately be carried out by the Client in conjunction with other related activities, and our terms of reference were altered. We would like to thank Donovan Pinker Consultants for their cooperation during the early months of the study.

Preparatory to this final report, the following were also prepared by us:

Report on Group Interviews, February 1971

Report on In-Depth Interviews, April 1971

Interim Report on Survey, August 1971

In August our terms of reference were revised to enable us to carry out an audit and analysis of a representative sampling of tape-recorded meetings. The results are included in Volume 3 of this report, 'A Cross-Section of Opinion on the Citizen and Government', and a summary of the findings is also included below in Volume 1.

SUMMARY OF FINDINGS

The following is a compilation of findings drawn from the various sections of the study. The summaries include:

Report on In-Depth Interviews⁴

A Cross-Section of Opinion on the Citizen and Government

Summary Findings of Questionnaire Results
Orientation

Identification

Similarities Between the Counties

Differences Between the Counties

⁴ The Report on Group Interviews was prepared for public distribution and does not contain a summary of findings. Copies are available from the Haldimand Norfolk Study, Ontario Department of Municipal Affairs.

Findings concerning study design and method are found in Volume 2.

SUMMARY FINDINGS OF IN-DEPTH INTERVIEWSIntroduction

Ten in-depth interviews were carried out as part of the questionnaire design, five in each county. Those interviewed included appointed municipal and provincial officials, elected representatives and active citizens. They included:

Haldimand - James Allen, MPP
Carl Benner, County Clerk
Kenneth Best, County Agricultural
Representative
Dr. Kenneth Mustard, Deputy Reeve,
Dunnville
Frank Schofield, Town Clerk, Dunnville

Norfolk - Dan Ciona, County Clerk
Lloyd O'Grady, Haldimand Norfolk Joint
Study Committee
Richard Pearce, Publisher
John Race, Member Liberal Party
J. R. Richards, County Agricultural
Representative

It had been intended to interview others and, had greater differences of opinion emerged, more interviews would have been held. There was, however, an unexpected degree of consensus among those interviewed.

The following is quoted from our report of the interviews.

Summary of Findings

We began these interviews expecting to find a reasonably clear split in opinion between those who favoured the implementation of regional government and those opposed to it. What we found, instead, was a general consensus of opinion on most major issues. Even on the specific matter of regional government, those pro and con appear to have more in common with each other than they recognize. Those persons in favour of regional government expressed the same strong reservations about it as did those opposed to regional government. Conversely, those opposed to regional government accepted it, for the most part, as a 'fait accompli' imposed by the Provincial Government whatever the local people wanted; and, at the same time, they acknowledged that some form of regionalism could have some beneficial effects for the community.

Everyone laid great stress on the importance of strong local government capable of acting effectively to meet local needs. Equal stress was laid on the dangers of large government, its remoteness from the people, its tendency to bureaucratic inflexibility, and - above all - its cost. Everyone referred to the experiences of the Niagara Region.

Perhaps the most striking comment was made by James Allen who said that regionalism, no matter what form it took, would be painful, and that the real questions were when and how. Allen and the others laid great emphasis on the need for a period of transition: this would begin with the reorganization of the local municipalities into wards or boroughs, and the restructuring of the individual counties.

Many urged that regionalism should not be imposed 'a priori', but grow naturally out of the 'necessary' relationships between the two counties: i.e., an inter-county industrial committee would be struck to deal with certain matters arising out of the Nanticoke development; a development committee would deal with other matters. In this way, the two counties would have a chance to discover for themselves those matters which required joint cooperation, the kind of cooperation necessary and the form of 'regionalism' necessary to carry out their affairs economically and effectively. Also, the Province already possesses established procedures to deal with such problems as the distribution of tax revenues and development resources during this transitional period.

Another noteworthy suggestion was made by Dr. Mustard. He suggested that the Haldimand Norfolk Study, having met with all county representatives, should now turn to meeting with municipal councillors and dealing more intensively with them.

A CROSS-SECTION OF OPINION ON THE CITIZEN AND GOVERNMENT

Introduction

Thirty tapes of the group meetings were selected for auditing and analysis out of the 159 group meetings held across the study area and adjacent areas. Thirteen tapes are from the Haldimand area, 10 from Norfolk and 7 from adjacent areas. The results of this audit and analysis are contained in Volume 3 of this report. The following is the Summary of Findings contained therein.

Summary of Findings

There is strong opposition to regional government in all groups sampled, both in Haldimand and Norfolk and in the areas adjacent to the two counties, including Wainfleet Township in the Niagara Region. There is strong support for increasing the powers of local government.

Regional government is not regarded as a means of restoring power to the local areas. Rather, it is considered to be another way to deprive local areas of the few remaining powers left to them; and to reduce even further the importance of the individual citizen. In this regard, the Provincial Government is seen not as the creation and servant of the citizenry, but as an independent power which is increasing its authority at the expense of the citizens.

This belief appears to be unrelated to any specific political party, organization or group of individuals and is beyond political ideology.

Citizens are deeply distrustful of the larger units of government. They do not have confidence in their elected representatives to represent their interests or to control, or even influence, the bureaucracy they see growing up around them.

There is a strong feeling that democratic practices are being subverted.

There is considerable support for the type of political participation afforded by LOIS. At the same time, there is considerable scepticism about the usefulness of LOIS and citizen participation. Many persons doubt that the Provincial Government will pay any attention to the opinions of citizens. It is widely felt the Provincial Government will impose regional government regardless of citizen opinion. Participants place little faith in, or are unaware of, Provincial statements expressing a desire to improve the processes of citizen participation in government planning and decision making.

Participants' attitudes appear to be shaped by their experiences with, and perceptions of, centralized assessment, the Niagara Regional Government and the county

boards of education. In the case of each of these, participants sometimes agree that some benefits have been gained, but they are intensely concerned about what they consider to be the drawbacks. The ones most frequently mentioned are higher taxes, rising costs, loss of community autonomy, diminution of local government, insensitivity to local needs, remoteness from citizens, bureaucracy and red tape. Participants often speak of their sense of helplessness in the face of the larger government units with which they have to deal, and some speak of their fear.

There is concern that larger units of government will mean the end of voluntarism in the local community, the end of local community self-help. Participants from Wainfleet spoke of the decline of community organizations as one of the major consequences of the creation of the Niagara Region.

All participants speak highly of the county as an important part of their local identity. However, they are generally antagonistic to the one major form of county activity, the county boards of education.

Participants expressed strong concern for the future. Their attitude toward population growth generally is unfavourable: they also see it as destroying the quality of

life they prefer. Their attitude towards industrialization is ambivalent: they fear it will destroy the environment and, at the same time, they hope it will provide sufficient jobs in the area to enable the youth to find work and to keep families together.

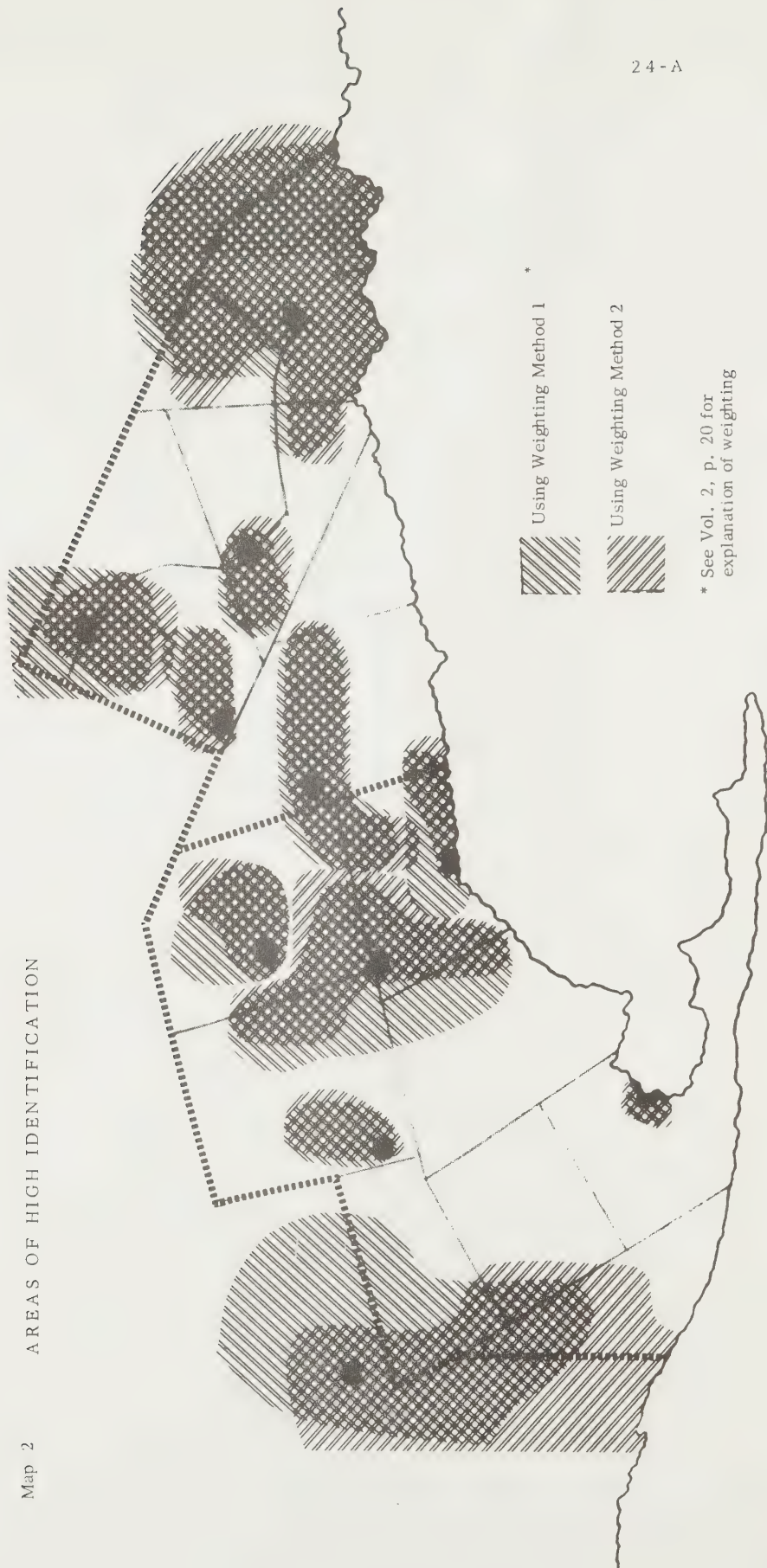
A major concern is pollution. Participants see the environment threatened by urbanization, industrialization and poor planning. On these issues most participants are willing, many even support, a more effective and comprehensive government unit. They see government planning and regulation as the only authority strong enough to cope with the powerful forces of growth now at work in the area. There is no consensus on the form this planning authority should take; some participants speak of increased inter-municipal activity; others speak of county planning. There is no apparent support for regional planning except perhaps in the form of inter-county planning.

Participants are not clear what regional government actually means in terms of structure, organization, accessibility, responsiveness. Their previous experiences with centralization at a higher level have been bad. Participants want assurances the same mistakes will not be made again. They ask for time. Many suggest that regionalism

begin slowly with joint cooperation between municipalities on various issues, and between the counties. They ask that developments be allowed to move slowly and naturally according to need rather than according to an 'a priori' scheme. Many expect the Provincial Government to impose regional government regardless of the mistakes in the past.

The only government form in which participants voluntarily expressed faith and confidence was local government.

Map 2 AREAS OF HIGH IDENTIFICATION



SUMMARY FINDINGS OF QUESTIONNAIRE RESULTS

Introduction

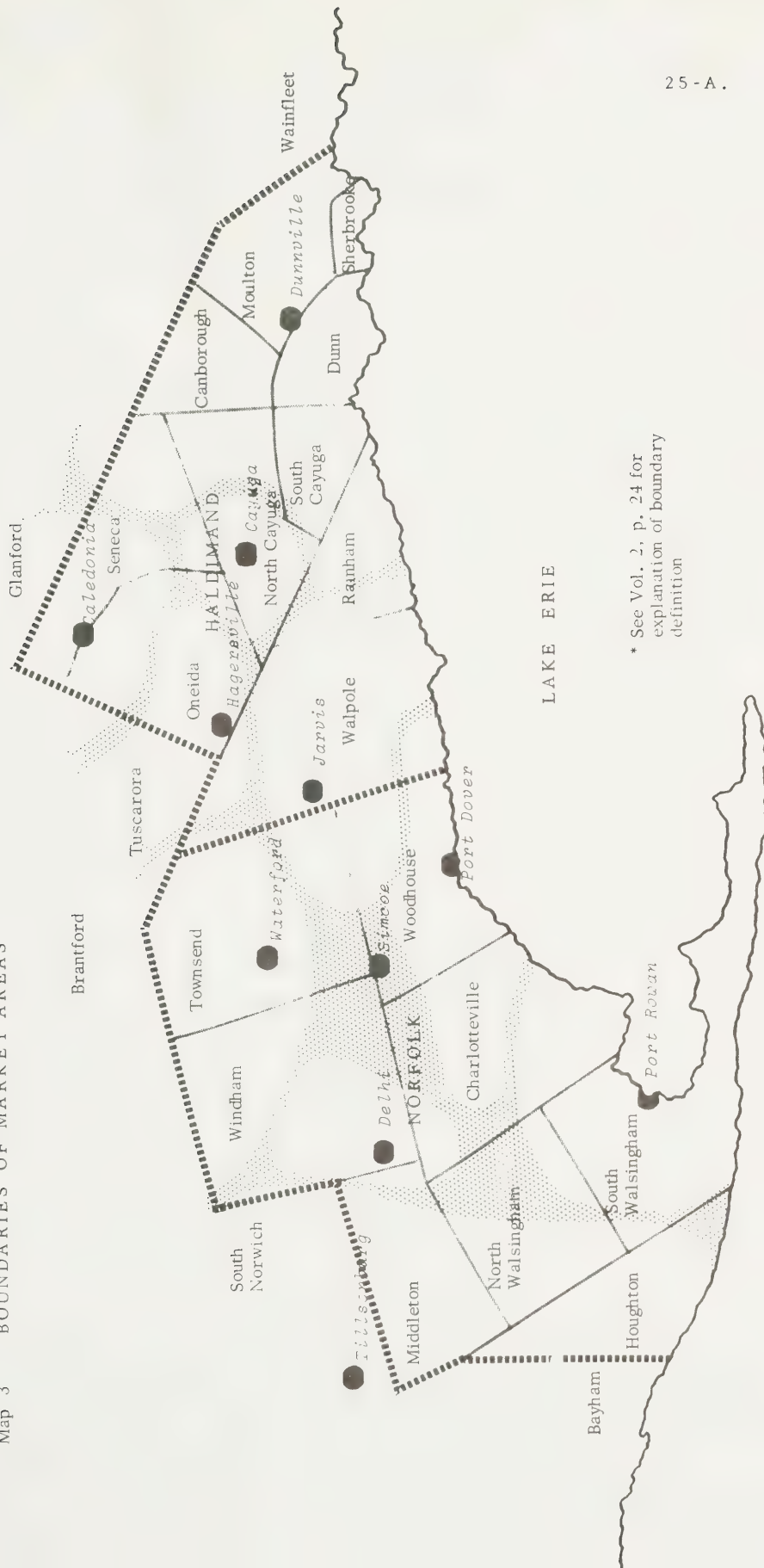
The sample consists of 512 respondents from Norfolk County, 637 from Haldimand County, and 350 from areas adjacent and contiguous to the two counties. This represents 1% of the Norfolk population, and 2.1% of the Haldimand population.

Orientation

Map 2 illustrates the areas of high respondent orientation in the two counties. In Haldimand, each of the urban centres has a small area of high orientation around it. In Norfolk, the dominance of Simcoe is clear, as is the substantial influence of Tillsonburg in the west.

Map 3, outlining the boundaries of each community's market area, illustrates once again the existence of discrete market areas in Haldimand. There is no dominant market centre in Haldimand. In Norfolk, however, the map is misleading. The influence of Simcoe is so widespread across the county it had to be excluded from the Norfolk calculations in order to obtain a more precise picture of the boundaries of the smaller centres. All these centres lie within the orbit of Simcoe and are closely tied to it.

Map 3 BOUNDARIES OF MARKET AREAS *



* See Vol. 2, p. 24 for explanation of boundary definition

Interaction between the two counties is slight. Only Jarvis has a market area which extends significantly across the county boundary.⁵

Identification⁶

Similarities Between the Counties

Despite their substantial dissimilarities, respondents from Haldimand and from Norfolk have much in common with each other in their attitudes towards their communities, government, the future, and the issues which face them in the projected growth of their area. Respondents in both counties have a strong local identification. Their public concerns centre on their own local communities. They believe local government is of continuing importance. They are substantially in favour of giving more power to local government to deal with local matters.

Respondents were asked a series of questions dealing with two types of change: general change in government reorganization and increased inter-municipal cooperation; and changes in municipal and county boundaries.

⁵ These findings are borne out by the analysis of telephone data. In Norfolk, Simcoe is the source and receptor of approximately half of all telephone calls within the county. There is no comparable focus in Haldimand: Dunnville, the largest town in Haldimand County, has the lowest per capita ratio of calls (see Appendix X).

⁶ See below, Commentary on Appendices, for a more detailed analysis.

A majority of respondents favour general change. They support some degree of modification in the existing system of local and county government, and some extension of inter-municipal collaboration and planning.

A majority of respondents are opposed to change in township and county boundaries.⁷

There is little support for any reorganization which would put Haldimand and Norfolk together.

Asked to rank levels of government in order of preference, respondents in both counties chose their local area - town or township - first by a wide margin. On a scale of preference developed for LOIS, respondents' answers indicate they regard their local area as substantially more important than their county, which ranks second (Figure 4).

Although there is little support for joining the two counties together, if there was no choice and each of the counties had to join with another county, a majority of respondents in both counties would prefer that they join with each other than with any of the adjacent counties.

⁷ Half the respondents scoring low in political participation favour boundary changes; but less than a tenth of the respondents score low in political participation.

Respondents in both counties rank substantially higher in political participation and political efficacy than the means established in other studies in the United States.

Differences Between the Two Counties

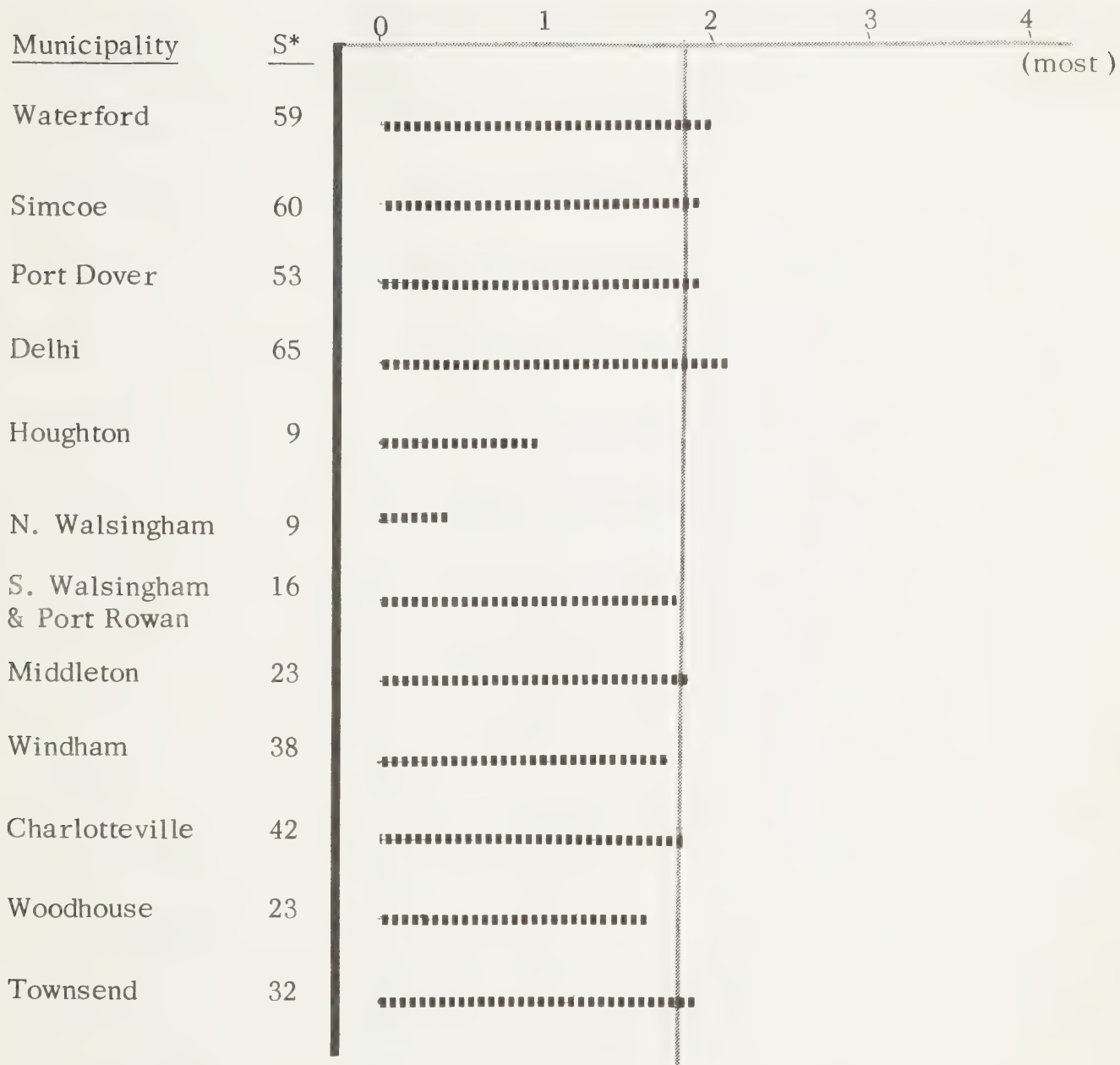
Opinions and attitudes in Haldimand are more clearly defined and strongly held than in Norfolk. Haldimand respondents as a whole are much more in agreement with what they want and do not want, than are Norfolk respondents. In Haldimand, there is little significant difference in opinion between urban and rural respondents. Norfolk residents are much more divided in their attitudes and opinions than are Haldimand respondents. In general, respondents in Norfolk are more in favour of general change, inter-municipal collaboration, area-wide government, and less opposed to boundary changes.

In Haldimand a majority of respondents disagree with the concept of area-wide government, many of them strongly. A majority believe that the existing system of local and county government should not be changed, and there is little support for changes in municipal and county boundaries.

Figure 5

Political Efficacy by Municipality

Norfolk County

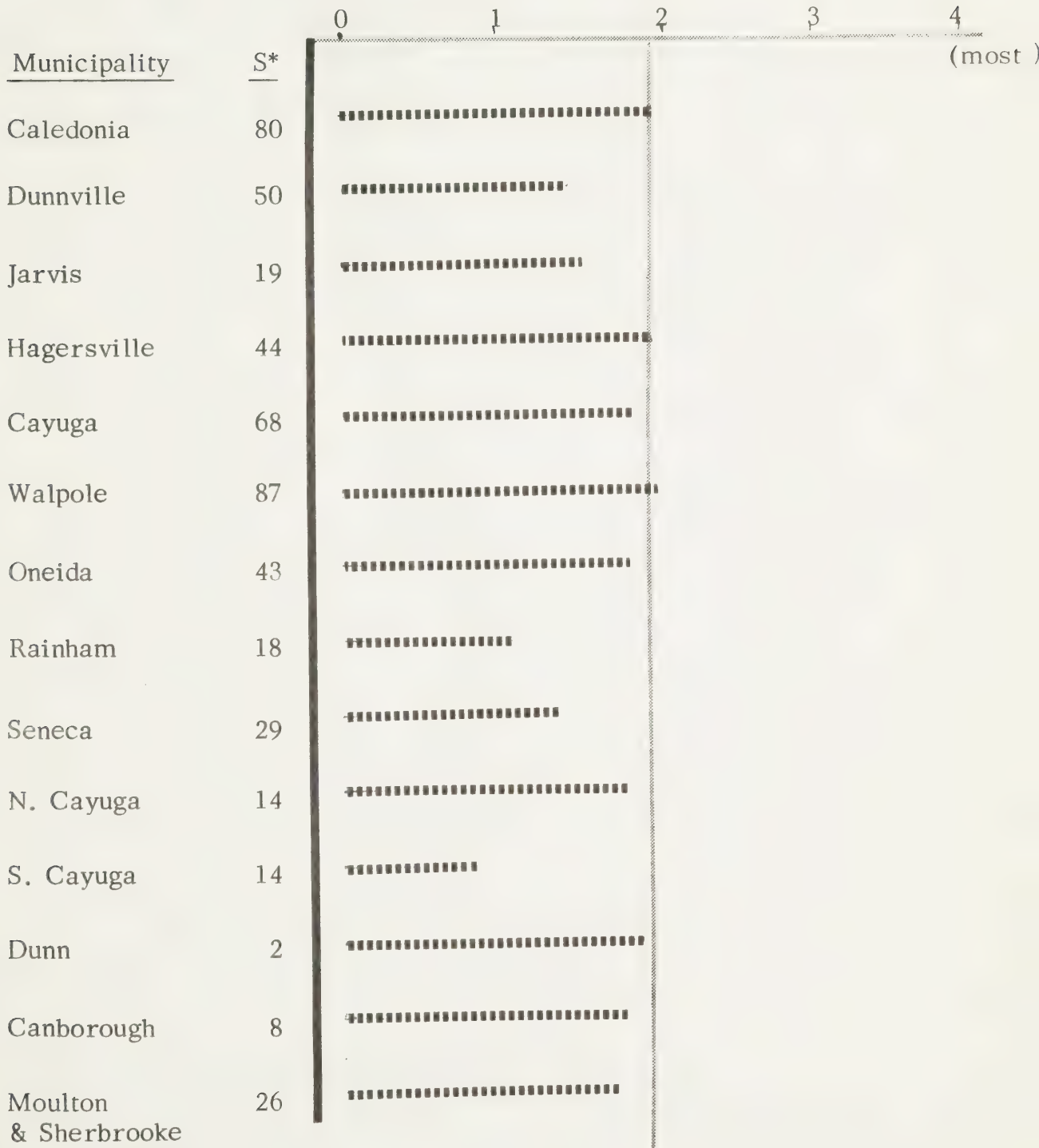


* S = sample size

Figure 6

Political Efficacy by Municipality

Haldimand County



mean for
overall
sample

* S = sample size

In Norfolk, the desire for general change is most widespread in Port Dover, North Walsingham, Delhi, South Walsingham and Simcoe, in that order, where approximately 80% or more of the respondents favour such change.

In Haldimand, support for general change is much weaker. In Walpole, Caledonia, Dunnville, Hagersville and Rainham, 60% or more of the respondents favour such change; however, in no municipality do more than 70% of Haldimand respondents support general change.

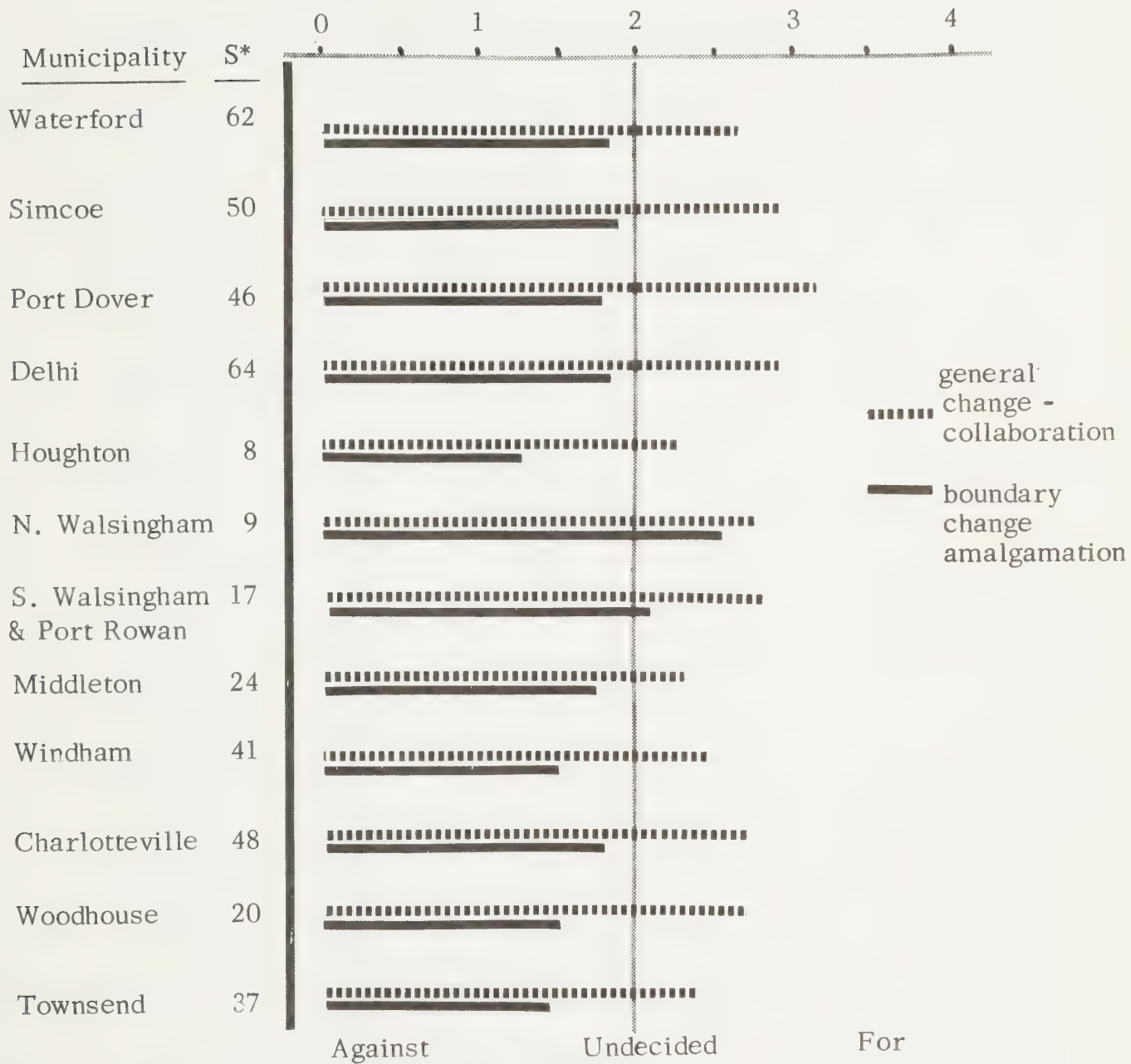
With regard to boundary change, in Norfolk about one-third of the respondents favour it, almost half are opposed, and the remainder are undecided. Port Dover is the only Norfolk community in which the majority of respondents favour boundary change, and the strong preference is for association with Haldimand. In the other municipalities lying close to adjacent counties a third or less of the respondents favour boundary changes.

In general, opposition to boundary change in Norfolk (and Haldimand) is greatest in those areas lying close to other counties. The one exception is the group of Norfolk respondents living along the Haldimand county line: two-thirds of these respondents

Figure 7

Desire for Change by Municipality

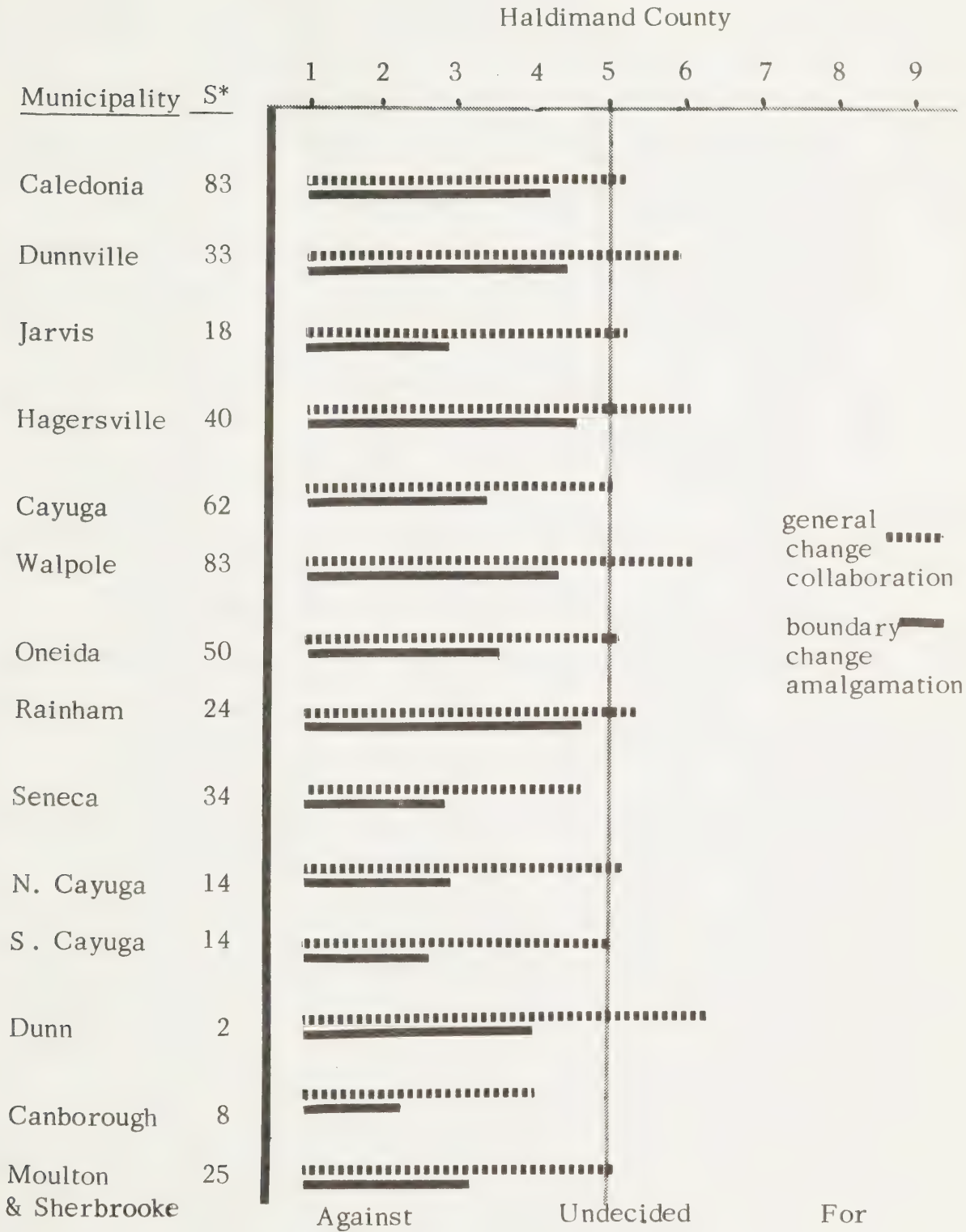
Norfolk County



* S = sample size

Figure 8

Desire for Change by Municipality



* S = sample size

favour boundary change. The sample is only 27 persons, but the finding is suggestive.

In Haldimand, two-thirds of the respondents oppose boundary change, and only a fifth support it. Less than a third of the Hagersville respondents support boundary change, about a quarter of the Walpole respondents, and none of the Jarvis respondents.

The majority of Haldimand respondents would prefer an association with Norfolk if they had to associate with another county; however, there are also weak pulls to Brant and Welland.

In Norfolk, although half the respondents prefer Haldimand, there are strong pulls elsewhere, reflecting once more the divisions in the county. Two-thirds of the Middleton respondents, and a third of those in Delhi, North Walsingham and South Walsingham prefer Oxford. Almost half of the Waterford respondents and a third of those in Simcoe prefer Brant. Two-thirds of the small Houghton sample prefer Elgin.

COMMENTARY ON APPENDICES

Introduction

The appendices in full are contained in Volume 2 and are set out in such a way as to facilitate reference to them in conjunction with the written text in this chapter.

For those who do not wish to consult the tables, this chapter has been written as a self-contained section containing major findings from the statistical data derived from the questionnaire.

APPENDIX IOPINION RESPONSES BY COUNTYSummary

This appendix contains responses by county to all opinion and attitude questions. The responses are scaled in Appendix II; however, one can see the general pattern of responses quite clearly in this appendix.

Haldimand respondents are more locally oriented than Norfolk respondents, less accepting of change, and more resistant to regionalism. Also, respondents in Haldimand are much stronger in their loyalty to their local region.

While the differences between the two counties are significant, more significant are the similarities in opinions and attitudes. The respondents in both counties have a strong local orientation. Urban respondents rank their town as much more important than county or county town; and rural respondents rank their township as much more important than county or province. Respondents are opposed to regional government. They are opposed to altering municipal or county boundaries. They agree, however, that the existing system of county and municipal government needs change. They want broader scale planning. They want the powers of local government increased.

The evidence suggests changes in local government boundaries would be acceptable to the extent control of local government over local affairs was increased.

Analysis

No direct mention is made in the questionnaire to 'regional government': instead, opinions were sought regarding some of the structures and processes inherent in regional government so as to provide a more accurate reflection of population attitudes. Thus, Question 22 refers to effective planning for the future requiring "collaboration with adjacent communities and municipalities". More than half the Norfolk respondents agreed strongly, and a third agreed slightly, (total in favour - 88%); however, in Haldimand, only a third agreed strongly, and less than half agreed slightly (total in favour - 75%). Question 23, with its reference to "joining many small boroughs and townships into an area-wide government", refers more directly to regional government, and support drops sharply in both counties: in Norfolk little more than half of the respondents favour this, and only a fifth strongly; in Haldimand, little more than a third support it, only a tenth strongly, and two-thirds of the respondents oppose it. Question 24, with its reference to "collaboration with

other municipalities", is a rewording of Question 22, but support for this proposition in Question 24 is much less than it was in Question 22. One can only assume the drop in support for collaboration is due to the intervening indirect reference in Question 23 to regional government. Further on, in Question 28, we see strong evidence that public opinion in both counties is strongly opposed to any reorganization of local government which would involve altering county boundaries. At the same time, however, a substantial majority in both counties (more in Norfolk than in Haldimand) favour moderate or substantial changes in the system of county and local government (Question 29).

More than two-thirds of all respondents disagree municipal government has lost most of its usefulness; three-quarters of all respondents want municipal government to be given more power over local affairs. (Question 26).

This emphasis on local government is borne out by a close examination of the responses to Question 27. The respondents were asked to rank in order of importance their local areas against the county and province. In Table I-22, only the respondents' first choices are listed.

About three-quarters of the urban respondents listed their town first; about half the rural respondents listed their townships first, and a fifth listed their closest village next: in effect, two-thirds of the rural residents listed their local area first. In both counties, only about ten percent of the respondents listed their county first. In both counties, more people put the province first than the county. Subsequently, a more detailed analysis was carried out to determine the extent of one preference over another. Tables I-22A and 22B contain the results of this analysis for both urban and rural respondents respectively. In both tables, the Percent Frequency Ranking sets out the number of respondents who chose each category, e.g. town - first, second, third or fourth. The Preference Value defines the degree to which this preference is expressed: in effect, it represents the degree to which respondents' preferences are polarized around one choice rather than another. It does not, however, indicate which is the preferred choice. The higher the ranking, the more respondents' preferences tend to cluster around the one preferred choice.

The figures support the data elsewhere that Haldimand respondents, urban and rural, have a stronger revealed preference than the corresponding Norfolk residents.¹

¹The Province is not included for urban respondents, and Closest Village for rural respondents, because the data shows a quasi-rectangular distribution of frequencies and a low degree of preference. See Method, in Volume 2, for a full description of the analytic techniques used.

Haldimand respondents are much more certain of what they want than are the Norfolk respondents.

A method of mean ranking was established to ascertain the order of preference, and this is also contained in the two tables (I-22A, 22B). The results are based on ordinal value and apply only to order of preference, not to magnitude of preference.

Complicated as the techniques are, the results are quite simple. In both Haldimand and Norfolk, for both urban and rural respondents, the results are the same: the urban respondents prefer their town first by a wide margin, then their county and then their county town. The rural respondents prefer their township first by a wide margin, then the county and then the province. Also, as we mentioned before, the preferences in Haldimand are stronger than in Norfolk.

The information is displayed graphically in Figure 4 where the results can be seen more clearly. Here we see that the urban residents not only put their town first, but are much stronger in their preference than anyone else, and the Haldimand respondents are much stronger than the Norfolk. The urban respondents' degree of preference for their local area is striking. The rural residents have

a less striking preference for their township, but it is still strong. By way of contrast, preferences for county, county town and province are close to the same small order of magnitude.

High percentages of respondents in both counties want to see county and municipal boundaries remain as they are, or have only municipalities reorganized within each county, with the county boundaries remaining unchanged. (Table I-23). At the same time, however, more than half the respondents in both counties believe the existing system of county and local government needs moderate change (Table I-24).

In all, evidence suggests that respondents in Norfolk are more open to change than those in Haldimand, but that in both counties the majority of respondents regard their local governments as most important, and county boundaries as a means of defending those local governments. Clearly, some degree of municipal reorganization is desired and would be accepted. But the evidence suggests changes in local government boundaries would be acceptable only to the extent the control of local government over local affairs was increased. There is little support for changing county boundaries, even though only half the respondents regard the existing county boundaries as important (Table I-22).

If, however, they had no choice and their area had to be included with another county, half the respondents in Haldimand and Norfolk would prefer to join with the other (Table I-25, 26). A closer look at preferences by municipality, however, reveals strong differences of opinion in Norfolk: Middleton, North and South Walsingham, and Delhi show strong pulls to Oxford County; Waterford, Townsend and Simcoe show somewhat weaker pulls to Brant; and the small sample in Houghton shows the strong pull of Elgin.

Opinion in Haldimand is much more homogenous: about a third of the Dunnville, Moulton-Sherbrooke and Dunn respondents preferred Welland; and half the Jarvis, and close to half the Oneida respondents, prefer Brant County. In sum, the evidence suggests that, if Haldimand and Norfolk had to collaborate with other counties, there would be less opposition if it were with each other rather than with the other possibilities. In Haldimand the pulls towards Welland and Wentworth are not strong; and in Norfolk only Middleton shows a majority of respondents favouring a county other than Haldimand.

The results from the adjacent area are interesting, although it must be remembered the respondents are distributed only along the border areas (Table I-26). Half the Tillsonburg respondents prefer Norfolk, as do two-thirds of the Brant respondents, forty percent of the Bayham, half the South Norwich, and eighty percent of the Oakland respondents. Two-thirds of the Glanford and half the Wainfleet respondents prefer Haldimand.

APPENDIX IIOPINION RESPONSES BY SCALEGeneral Change

This scale measures respondents' desire for, or willingness to accept, changes in local government organization and collaboration amongst municipalities. The scale was designed for the Local Orientation and Identification Study, and no standard scores exist for comparison purposes.² As mentioned earlier, no specific mention is made in these questions of regional government; rather the questions deal with the structure and processes of regional government. In reading the results, however, one must assume the respondents were aware of at least some of the implications of LOIS.

Three-quarters of the Norfolk respondents favour general change in some measure, compared to only half of the Haldimand respondents. (Table II-1). Also, the percentage of Haldimand respondents strongly opposed to general change is much higher than that of the Norfolk respondents, although both are low. (Table II-2).

A summary analysis of those strongly in favour of general change is set out in Table II-5. The percentage of those strongly in favour in Norfolk is more than twice that in Haldimand (32%/13%). In both counties strong

² The list of questions used in composing this scale and all others is included in the appropriate appendix in Volume 2.

support from urban respondents is greater than from rural. In Haldimand, however, the gap between urban and rural respondents is only several percentage points, indicating homogeneity of opinion in the county; in Norfolk the percentage of urban respondents strongly in favour is almost twice that of rural respondents, suggesting greater divisions in public opinion. In both counties strong support for general change is most widespread amongst those with post-secondary education, a group which constitutes only three percent of the population; whereas those with elementary school education, who make up half the population, have the lowest percentage strongly in favour.

Close to half the Norfolk respondents who have held elected office are strongly in favour of general change, while only a fifth of the Haldimand respondents who have held elected office are strongly in favour.

These findings, and others discussed in this report, suggest substantial differences of opinion in Norfolk between major groupings such as urban and rural residents. In Haldimand, opinion appears to be more homogenous, and those strongly in favour of general change seem to be somewhat isolated from the mainstream of opinion in the county.

Looking at respondents in terms of the level of their political participation (Table II-11), we see that a third of those with high political participation, and a third of those with low political participation, in Norfolk are strongly in favour of general change. The same pattern holds for Haldimand respondents, although the percentages are much lower. This same pattern is found in more detail in Appendix VII (Political Participation) and Appendix VIII (Political Efficacy), suggesting that those who are most open to change are those who participate most and least in the political system.

Boundary Change

This scale was designed for LOIS to measure attitudes to changes in existing local and county boundaries.

The response is unequivocal. Although most respondents want some degree of general change, comparatively few want boundary changes: Norfolk, 37%; Haldimand, 20%, (Table II-3). Only a small percentage - Norfolk, 10%; Haldimand, 5% - are strongly for boundary change (Table II-4)³.

It is interesting to compare the distribution of responses of the scale to both general change and boundary

³ Points 8 and 9 on scale.

change. Figure 1 in volume 1, showing the distribution of responses to general change, shows a descending curve to the left, marking decreasing percentages of respondents opposed to general change as we move out to the last point on the scale, signifying complete opposition.⁴

In figure 2, however, marking the distribution of responses to boundary change, we find on the last point on the scale a sudden increase in the percentage, signifying a larger than expected group of people who are firm in their opposition to boundary change.

This group of those strongly opposed to boundary changes⁵ have been analyzed separately (Table II-6). The percentage of those totally opposed in Haldimand is almost twice that in Norfolk (17%/10%), and twice as great in rural areas as in urban; similarly, opposition is greater among elementary school level respondents than among post-secondary, and among older respondents (many of whom are probably elementary level and rural).

In terms of political participation (Table II-12), the high participation group provides the highest percentage strongly opposed to boundary change, while the low participation group has the lowest percentage strongly opposed:

⁴ Point 1 on scale.

⁵ Point 1 on scale.

suggesting once again that the low participation respondents are open to change: at the same time it should be noted that this group constitutes a small percentage of the population.⁶ Looking at Table II-12 another way, we see that three-quarters of Norfolk respondents strongly opposed to boundary change rank high in political participation, as do two-thirds of the Haldimand respondents, indicating the strength of the opponents of boundary change.

Comparison Between Those Strongly in Favour of General Change and Those Strongly Opposed to Boundary Change

The two groups are not directly comparable, although boundary change can be considered as part of general change. It is even possible some respondents are in both groups. This comparison, therefore, is intended only to indicate points for consideration.

One visualizes those strongly opposed to boundary change as being older, long-time⁷ members of the community, living in rural areas, having an elementary and secondary school education and, in that sense, representative of most of their neighbours. They are active in community affairs, well respected and consider themselves influential in local power systems.

⁶ See Tables II-9 and 10.

⁷ See Table IX-3.

By way of contrast, those strongly in favour of general change are more likely to live in urban areas, be new to the county⁸ and have a secondary or, more probably, a post-secondary education. In this sense they are not typical of the population. They tend not to be as politically active and consider themselves to be somewhat less efficacious politically⁹.

The data suggests those strongly in favour of general change represent a combination of different sub-groups. One has the impression these sub-groups are sometimes uneasy in combination with each other, and that their cohesiveness may not endure consistently. It would depend on the issues involved because, in the nature of things, no one can know precisely what general changes are involved. In contrast, those opposed to boundary change know precisely what they do not want.

Local-Cosmopolitan Scale

This scale identifies persons whose scope of social experience is limited, whose primary interest lies in local affairs, who see themselves as members of a local community rather than a large social organization, and who identify with and respect those with local, rather than national, reputations

⁸See Table IX-2. The support for general change from long-time residents in the community should also be noted.

⁹See Table VIII

A comparison with U. S. mean scores suggests a strong local orientation in both Haldimand and Norfolk, with Haldimand more locally oriented than Norfolk (Table II-7)¹⁰. The most cosmopolitan area in Norfolk is Woodhouse; and in Haldimand Moulton and Sherbrooke Township (Table III-16). But even these areas have a strong local orientation.

In both counties local affairs, local concerns, local government predominate.

Political Participation

This scale was designed as a "crude but serviceable index of the political activity in the U.S. national electorate". As a gauge of political participation for LOIS, it is even more crude, but still we believe a helpful indicator of respondents' interests in political affairs. The questions deal with federal politics, and we made no change in the wording in order to retain comparability with existing scores; however, it is reasonable to assume that the results are also indicative of respondents' participation in local affairs as well.

The scores (Tables II-9 and 10) show high levels of participation in both counties compared to U.S. figures.

¹⁰ The U.S. means are derived from suburban areas ranked by socio-economic status. It is reasonable to assume local identification would be stronger in rural areas than in urban or suburban.

Tables II-10 and 11 show clearly the correlation between high participation and support for general change, and opposition to boundary change.

Political Efficacy

Political efficacy is defined as the feeling that political and social change is possible and that the individual citizen can play a part in bringing about this change. No reference is made in any of the questions to specific levels of government, and the scale can be taken as a reliable guide to the respondents' attitudes to his political environment in general. What one finds (Tables II-13 and 14) is a high level of political efficacy in both counties: much higher than scores for comparable areas in the U.S., and somewhat higher in Norfolk than in Haldimand. This high score is congruent with the high levels of political participation discussed previously: the two usually go together. It is perhaps significant that the level of political efficacy is marginally higher in Norfolk than in Haldimand (Table II-15).

Attitudes to Change by Location

The respondents in each county were divided into three categories:

1. those living along the Haldimand Norfolk boundary,
2. those living along the boundaries with other counties,
3. those living in the central part of their counties.

With regard to general change (Table II-16), we find a strong relationship between location and support for change: those living in the central part of the two counties are least in favour of general change (Norfolk, 72%; Haldimand, 53%), and those living along the Haldimand-Norfolk boundaries are most in favour of general change (Norfolk, 87%; Haldimand, 77%).

Respondents' attitudes to boundary change are illuminating (Table II-18). Most noteworthy is that two-thirds of the Norfolk respondents along the Haldimand-Norfolk boundary support boundary change. The sample (27 respondents) is not large, but the finding is highly suggestive. It is also interesting that Norfolk respondents living along other county boundaries are less in favour of boundary change than those living in the central part of the county, suggesting their aversion to joining with these other counties. In Haldimand, the opposition to boundary change is obvious for all three categories. But, here again, support is greatest (29%) among those living along the Haldimand-Norfolk boundary.

APPENDIX III OPINION RESPONSES BY MUNICIPALITY

This appendix contains a cross-tabulation of opinion scores by municipality. The data regarding general change and boundary change is summarized in Figures 5 and 6 in Volume 1, and set out in detail in Tables III-1 and 2.

The majority of respondents in all Norfolk municipalities support general change. Support is weakest in Townsend where less than 60% of the respondents support general change, and strongest in Port Dover where more than 90% support it.¹¹

In Haldimand, support for general change is much weaker. Only in Caledonia, Dunnville, Hagersville, Walpole and Rainham did more than half the respondents support general change. In Jarvis, which has a close functional relationship with Norfolk, only a third of the respondents support general change. On the scale of 9 (Figure 6) all municipalities fall into the undecided category.¹²

¹¹ Houghton has a response rate of only 8, and North Walsingham 9; Port Rowan is included with South Walsingham, with a total response rate of 20. Scores from these areas should be treated with additional caution.

¹² Dunn and Canborough have 3 and 8 responses respectively, and the results should be treated with additional caution. Sherbrooke is included with Moulton.

Looking at Norfolk respondents strongly in favour of general change (Table III-5), close to half the respondents in Simcoe, Port Dover and Middleton are strongly in favour; and in Delhi and Charlotteville, about a third. In Haldimand (Table III-6): only in Caledonia, Dunnville and Walpole did as many as a fifth of the respondents signify they were strongly in favour of general change.

Support for boundary change in Norfolk is greatest in Port Dover (67%) and, apparently, in the west and south-west parts of the county (Table III-4). Opposition is greatest in Townsend (65%).

In Haldimand, support for boundary change is greatest in Hagersville (30%). No respondents support boundary change in Jarvis, South Cayuga, Dunn and Canborough (Table III-4).

Looking more closely at Norfolk respondents strongly in favour of general change, we find that half the Port Dover respondents are strongly in favour; while almost half the Simcoe respondents strongly favour general change. In Middleton, 40% of the respondents are strongly in favour (Table III-5).

In Haldimand, fewer than a quarter of the Walpole respondents are strongly in favour of general change (Table III-6).

With regard to those strongly opposed to boundary change, in Norfolk (Table III-7), in Townsend and Windham almost a quarter of the respondents are strongly opposed. In Haldimand (Table III-8) about a quarter of the respondents in Oneida, Rainham, Seneca, North Cayuga, South Cayuga are strongly opposed to boundary changes.

Most respondents in all municipalities in both counties show levels of high and medium political participation (Table III-9, 10). Political efficacy is also high in all municipalities, with some exceptions. In Norfolk (Table III-12) both Houghton and North Walsingham show a third of the respondents with low political efficacy; in Haldimand 40% of the South Cayuga respondents, and a third of the Rainham respondents, rank low in political efficacy.

The last four tables in this appendix summarize much of this information in the form of mean scores. Tables III-15 and III-16 show clearly the difference in attitude towards general change and boundary change. Table III-17 shows the high degree of local orientation in each munici-

pality, and the significantly stronger localism in Haldimand.
Table III-18 sets out the means scores on political efficacy.

APPENDIX IVOPINION RESPONSE BY COUNTY URBAN-RURAL

This appendix consists, in effect, of a consolidation of municipal scales into an urban-rural classification.

The data reinforces the suggestion made earlier that opinion in Haldimand is much less divided than in Norfolk, and that substantial differences of opinion exist between Norfolk urban and rural.

In general, one finds that the urban areas are more open to general change and less opposed to boundary change, and identify much less with their county than do the rural areas.

It is, perhaps, worth pointing out that opinion in Norfolk is closely paralleled by that in the adjacent areas. This serves to highlight once again the atypicality of Haldimand both in the strength of local orientation and in the high degree of consensus on major issues.

In Norfolk, support for general change is substantially higher in the urban areas than in the rural areas; whereas in Haldimand the gap is minor (Table IV-1). Similarly, a larger percentage of those strongly for general change are found in the urban areas (Table IV-2).

With regard to those strongly in favour of general change (Table IV-2), Norfolk urban, as one would expect, ranks highest. But it should be noted that even in Norfolk rural strong support is greater than in Haldimand.

With regard to boundary change (Table IV-3), although there is generally much less support for it, what support does exist is higher in the urban areas than in the rural, and significantly higher in Norfolk urban. With regard to those strongly opposed to boundary change (Table IV-4), opposition is stronger in the rural areas, and strongest in Haldimand rural.

As one would expect, Norfolk respondents are somewhat less locally oriented than those in Haldimand, and more cosmopolitan (Table IV-5), although still strongly local in outlook. There are no significant differences between Haldimand urban and rural respondents regarding political participation (Table IV-6) and political efficacy (Table IV-7). In Norfolk, however, political participation is higher in the urban areas, but efficacy is lower: this suggests a degree of frustration in both areas.

The remainder of the appendix consists of cross-tabulated answers to questions relating to change in the area. Here one can see in a detailed way the pattern of

responses, and particularly the constant difference between urban and rural areas. To repeat, urban areas are more open to general change and to boundary change, and identify less with their county. While this pattern holds true for both counties, it is worth emphasizing that opinion in Haldimand is much less divided than in Norfolk, and that substantial differences of opinion exist between Norfolk urban and rural.

APPENDIX V OPINION RESPONSES BY EDUCATION

There is a strong relationship between educational level and attitudes towards general change (Table V-1): the higher the respondent's education, the more likely he is to support general change; respondents with post-secondary education are the most likely (one-third of them) to support general change strongly (Table V-2).

The same pattern of response obtains for boundary change (Table V-3), although support is half that for general change. Conversely, respondents with elementary level education are the most likely (20%) to be strongly opposed to boundary change, and post-secondary level respondents the least likely (Table V-4).

As one would expect, elementary level respondents are the most locally oriented and the post-secondary the most cosmopolitan, but there are few post-secondary respondents ranking high on the cosmopolitan end of the scale (Table V-5), and most respondents, regardless of educational level, tend to fall in the middle of the range with a strong tendency to local orientation.

Post-secondary level respondents tend to rank higher in political participation (Table V-6). But, generally, there is no substantial difference in political participation among

educational levels when medium and high participation are grouped together.

Elementary level respondents show a substantially lower level of political efficacy, suggesting a certain degree of frustration amongst these respondents (Table V-7).

The remainder of the Appendix is taken up with respondents' answers to specific questions dealing with general and with boundary changes. As one would expect, those with higher levels of education are most in favour of change; although only half of secondary and post-secondary respondents favour area-wide government (Table V-9). Interestingly, the higher one's level of education, the more it is likely to agree that municipal government has lost most of its usefulness (Table V-11), and the less likely to support increased powers for local government (Table V-12).

APPENDIX VIOPINION RESPONSES BY AGE

In general, there is a rough correlation between age and conservatism but the pattern is by no means consistent.

All age groups are in favour of general change (Table VI-1), but only the under-19's show close to half in favour of boundary change: less than a third of the other age levels support boundary change (Table VI-3). The Local-Cosmopolitan Scale (Table VI-5) shows a minor but interesting progression towards cosmopolitanism as one moves down from the over-sixties. Political participation levels for the three voting age groups are high (Table VI-6). The large group of respondents in the 20-39 category with low political participation may be explained by their disenchantment with existing political forms or, more likely, by the fact that many have not yet married, borne children and thus become involved in community and political affairs.

Respondents in all three voting age groups show strong feelings of political efficacy (Table VI-7), although the over 60's tend slightly to cluster in the middle and low end of the scale.

The remainder of the Appendix consists of responses to specific questions dealing with general and boundary change.

Possibly the most interesting group of respondents are those in the age category 40-59 years old: it is reasonable to assume this group includes a number of opinion leaders of various kinds who are in the prime of their influence. Less than half of them favour area-wide government; three-quarters of them disagree with the statement that municipal government has lost most of its usefulness; and three-quarters believe municipal government should be given more control over local affairs. They identify strongly with their town, or township and closest village; they, more than any other age group, believe existing county boundaries are important; about 60% of them believe the existing county boundaries should be retained, and the same percentage believe that the county and local government system needs only moderate change to meet changing circumstances. The pattern of responses for this age group, as for the others, suggests that change is acceptable to the extent it increases local control over local affairs.

APPENDIX VIIOPINION RESPONSES BY POLITICAL PARTICIPATION

Over 90% of the respondents fall into the categories of high and medium participation, suggesting widespread and heavy citizen involvement in public affairs.

The largest percentage of respondents in favour of general change are those in the low participation level (Table VII-1). Similarly, the low participation level group has the highest percentage strongly in favour of general change (Table VII-2). The same pattern holds for boundary change. Half the low participation respondents support boundary change (Tables VII-3), and the low participation group has the lowest percentage strongly opposed to boundary change (Table VII-4).

The rest of the Appendix is taken up with responses to specific questions dealing with general and boundary change. Respondents with high and medium participation identify strongly with local interests, want more authority for local government, believe the existing system of county and local government needs little, or only moderate, change, and believe existing county and township boundaries should remain as they are, or only the township boundaries should be reorganized.

APPENDIX VIIIOPINION RESPONSES BY POLITICAL EFFICACY

In general, the more efficacious respondents are more favourable to general changes (Table VIII-1). Only a third or less of respondents in all categories support boundary change (Table VIII-3).

It is significant that almost half those ranking low in political efficacy (Table VIII-6) rank high in political participation. This finding strengthens the assumption made earlier that a significant number of respondents who participate actively in public affairs have strong feelings of frustration and discontent about their effectiveness. This argument is further strengthened by the responses in Tables VIII-10 and 11: half of those in the low efficacy category believe municipal government has lost most of its usefulness, and four-fifths agree it should be given more authority. Similarly, the lower a respondent's efficacy, the more likely he is to rate his town, or township and closest village, as most important; to emphasize the importance of existing county boundaries; and to prefer the existing system of county and local government.

APPENDIX IX

OPINION RESPONSES BY DURATION OF RESIDENCE

Long-term residents (ten years and more) form the great majority of the respondents in both counties (Table IX-1). Long-term residents, especially those who have always lived in the area, are more resistant to general change, and heavily opposed to boundary change (Tables IX-2, 3, 4).

The new residents, (10 years or less), are not so opposed. In Norfolk half the new residents support boundary change, and in Haldimand opinion is almost equally divided among pro, con and undecided.

Presumably, continued immigration into Norfolk over the years will result in decreasing opposition to boundary change; in Haldimand, where the population is more stable, the change will be slower.

APPENDIX XANALYSIS OF TELEPHONE DATA¹³

This data was kindly provided from their records by the Bell Telephone Company and the Dunnville Consolidated Telephone Company.

The data provides a rough, but useful, insight into the levels of activity in the various urban centres and the level of interaction among them. It is difficult to determine the types of activities involved, because the data cannot be disaggregated into private and business telephones as the points of origin and reception.

The data illustrates clearly the comparative lack of interaction between Haldimand and Norfolk (Table X-2). Both Hagersville and Jarvis have strong communications with Simcoe. Apart from that, there is comparatively little telephone communication between the two counties. Delhi, Port Rowan and Langton have high levels of communication with Tillsonburg.

Internally in Norfolk, Simcoe is the major source of calls to all local communities; in some cases (e.g. Port Dover) Simcoe originates 50% of the calls to the community. In Haldimand, there is no comparable major focus. Dunnville, the largest centre in the county, has the lowest per capita

¹³ This data was collected and preliminary analysis carried out by Donovan Pinker Consultants Ltd.

ratio of telephone calls (Table X-1), reflecting economic conditions in the town. Caledonia and Cayuga, and Caledonia and Hagersville have reasonably high levels of communication, suggesting that, although located close to Hamilton, Caledonia is still well connected to the rest of Haldimand.



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